

# **TECHNICAL APPENDIX C: PARKS AND RECREATION**

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# INTRODUCTION

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The Parks and Recreation Technical Appendix identifies current recreational activities on the Central Waterfront and how those activities would be impacted under various Piers 62/63 and Waterfront Park replacement alternatives. The Appendix goes on to identify a range of possible future activities, and replacement alternatives are evaluated for their ability to support those activities.

## Methodology

The Appendix draws heavily from the Seattle Central Waterfront Park Planning Feasibility Study (2005) for information on existing conditions and activities.

Central Waterfront alternatives are based on the alternatives presented in the Feasibility Study and were refined during meetings with the EIS planning team and project managers from Seattle Parks and Recreation.

Future activities were developed by the planning team and will be reviewed with Parks and Recreation staff responsible for the programming of Seattle's parks and open spaces.

## Central Waterfront Alternatives

Four action alternatives were developed for the replacement of Piers 62/63 and Waterfront Park. A fifth no action alternative in which the piers are removed without replacement is also included for comparison.

## No Action/No Build Alternative

The No Action/No Build alternative would do nothing to Piers 62/63 and Waterfront Park until demolition became necessary. No habitat enhancements would be constructed.

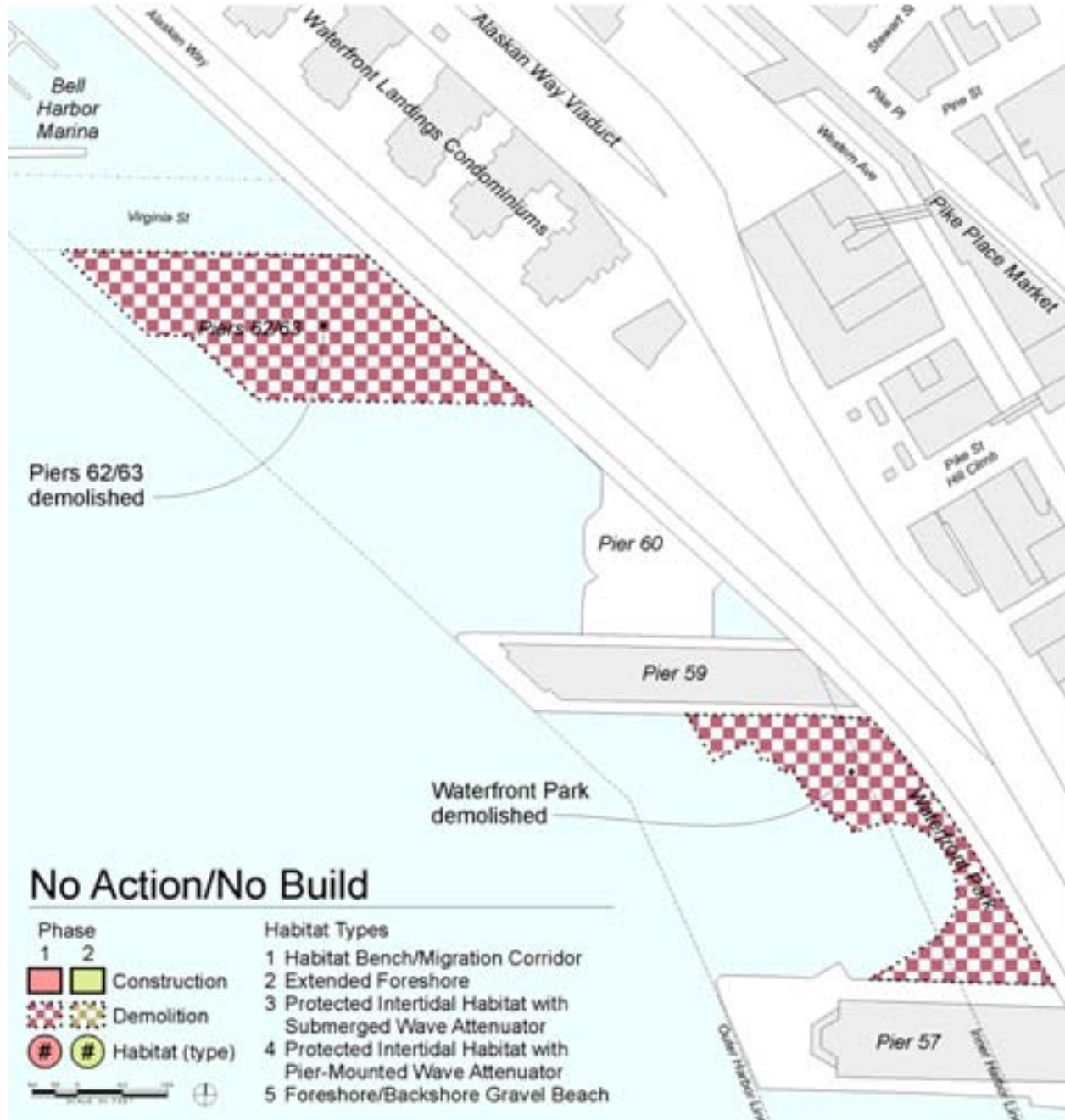


Figure 1. No Action/No Build alternative.

## Rebuild/Preservation Alternative

The Rebuild/Preservation alternative would rebuild Piers 62/63 as a similar structure in the same location but set away from the shoreline. Waterfront Park would be renovated in phase one, but then demolished, along with Pier 60, as part of the Aquarium's expansion. Habitat would be enhanced along the shoreline, except underneath the expanded Aquarium, including an accessible beach at today's Waterfront Park.

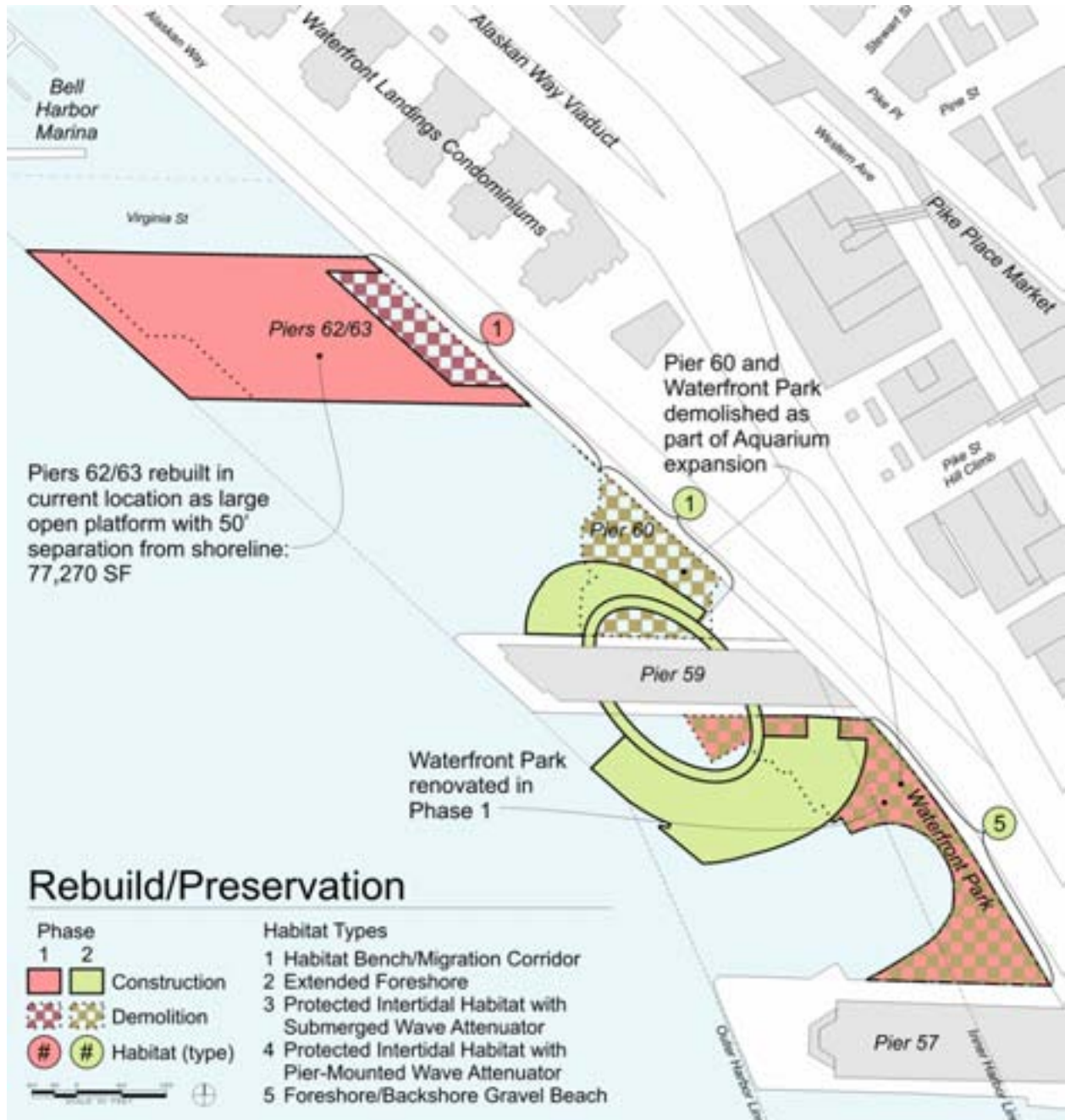


Figure 2. Rebuild/Preservation alternative.



## Aqua Link Alternative

The Aqua Link alternative would rebuild Piers 62/63 as a smaller structure closer to the Aquarium. It would also build a new deck connecting Piers 59 and 57. Waterfront Park and Pier 60 would be demolished as part of the Aquarium's expansion. Habitat would be enhanced along the shoreline, except underneath the expanded Aquarium, including an accessible beach from the northern edge of Pier 60 to the southern edge of the submerged Virginia Street right-of-way.

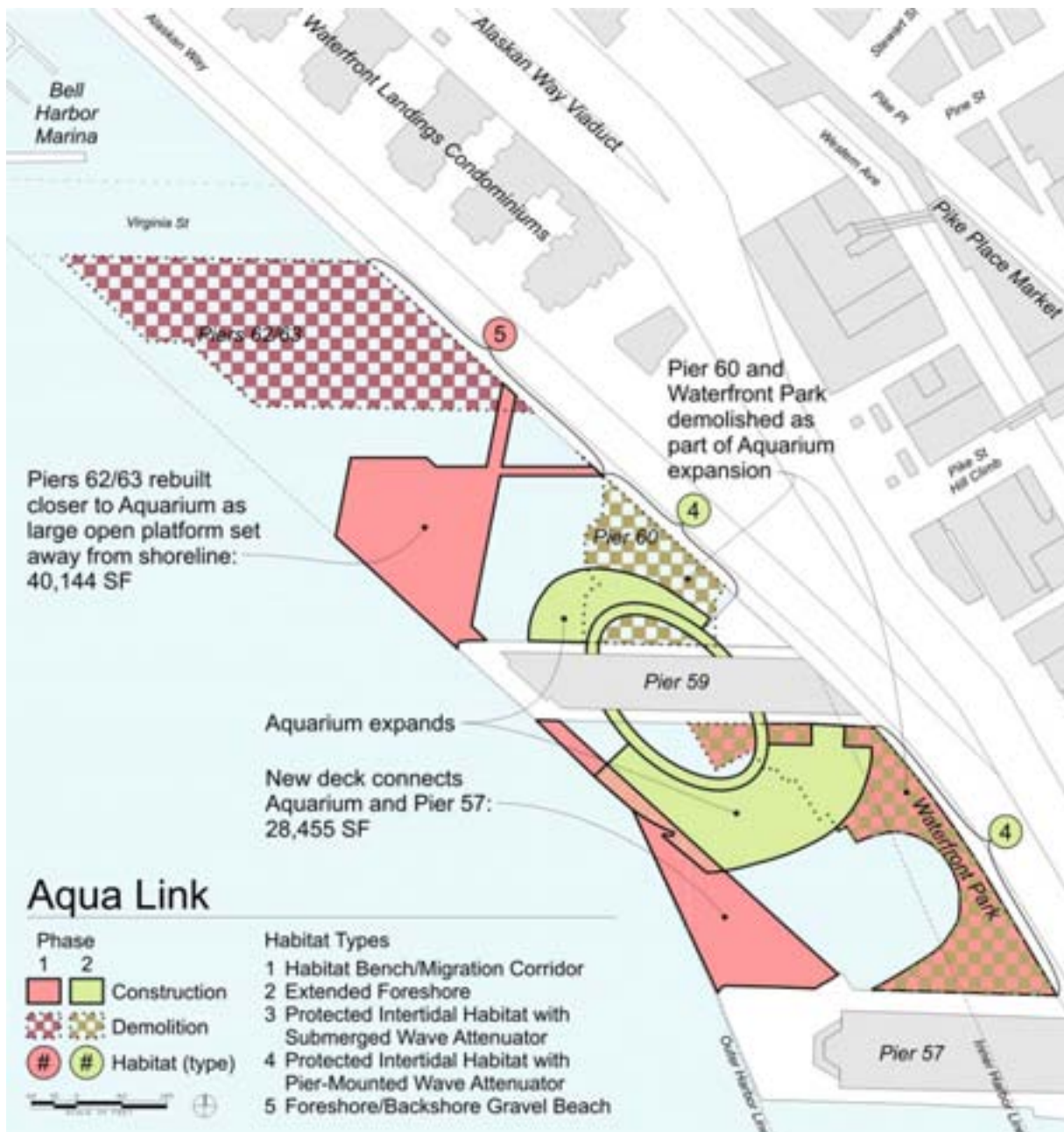


Figure 3. Aqua Link alternative.



## Connector Alternative

The Connector alternative would rebuild Piers 62/63 as a similar structure in the same location but set away from the shoreline. It would also build a slender footbridge and deck connecting to the Aquarium. Waterfront Park and Pier 60 would be demolished as part of the Aquarium's expansion. Habitat would be enhanced along the shoreline, except underneath the expanded Aquarium, including an accessible beach between the new pier and the northern edge of Pier 60.

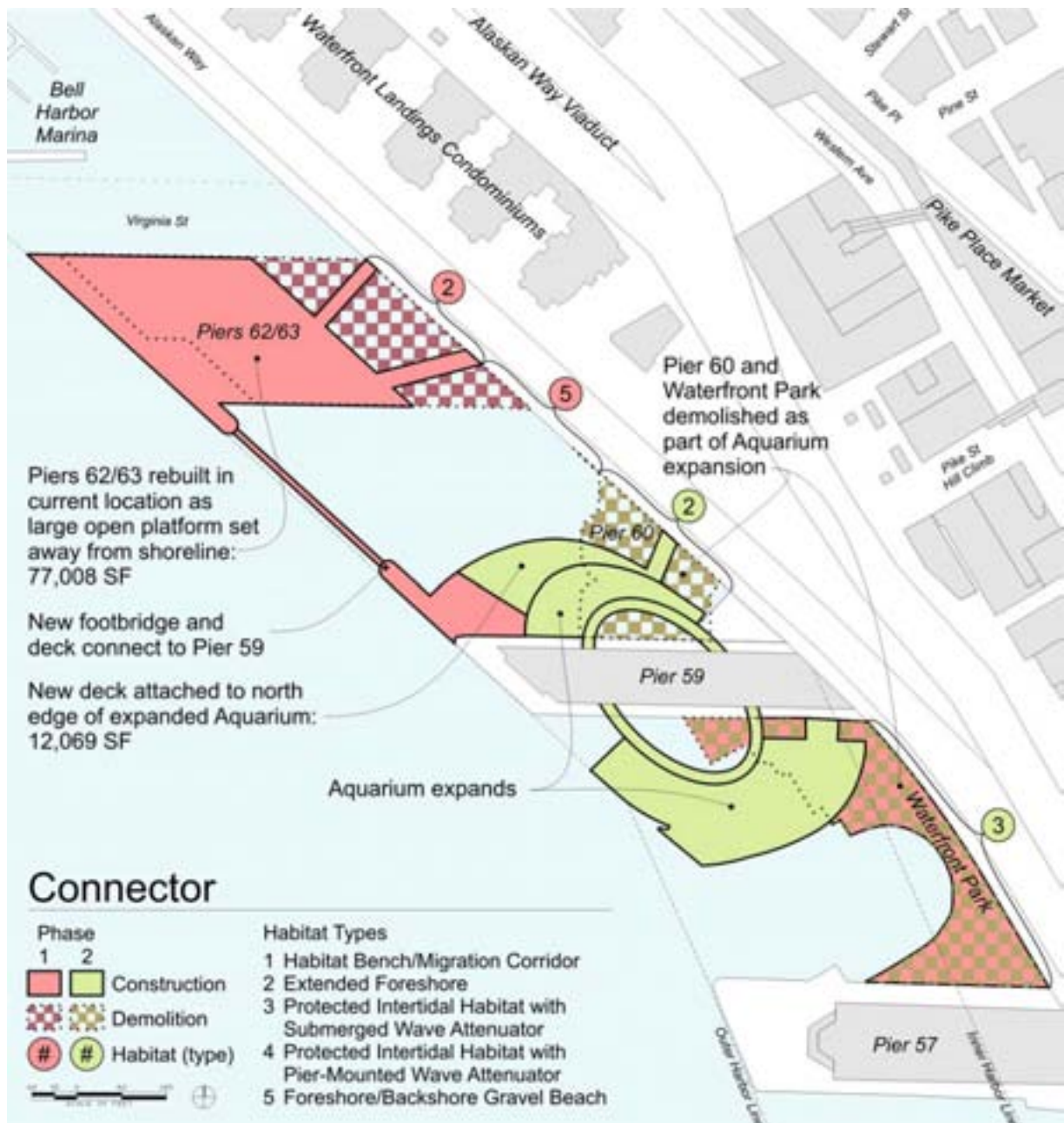


Figure 4. Connector alternative.

## Multi-Purpose Pier Alternative

The Multi-Purpose Pier alternative would rebuild Piers 62/63 as a large open platform abutting an expanded Aquarium and set away from the shoreline. Waterfront Park and Pier 60 would be demolished as part of the Aquarium's expansion. Habitat would be enhanced along the shoreline, except underneath the expanded Aquarium, including an accessible beach at today's Waterfront Park.

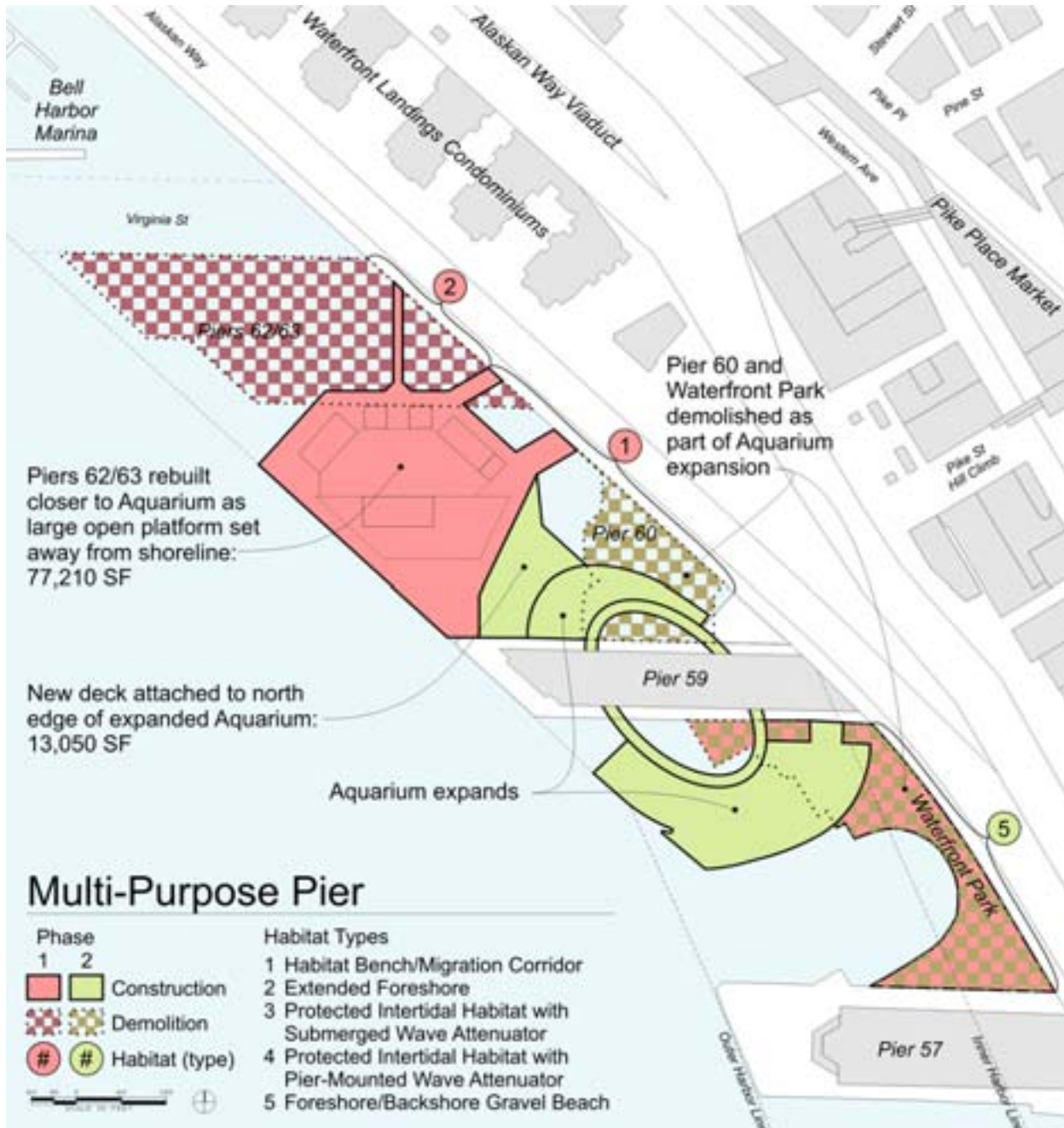


Figure 5. Multi-Purpose Pier alternative.

# EXISTING ACTIVITIES

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This section describes current parks and recreation activities occurring on the Central Waterfront and the impacts of each alternative to those activities.

## Current Activities

Recreational activities currently occur at two primary locations on the Central Waterfront: Piers 62/63 and Waterfront Park. The Seattle Aquarium is located between these facilities and is also a popular destination. Victor Steinbrueck Park, located at the north end of the Pike Place Market, also provides space for recreational activities in the general vicinity. These locations and activities are described below.

### Piers 62/63

Piers 62/63 are a flat 77,000-square-foot wooden deck on creosote-treated timber pilings. The piers were constructed in the 1920s as two separate general cargo piers with large warehouses covering the central portion of the piers, leaving a 16-foot wide apron around the perimeter for rail service and warehouse access. The warehouse structures were demolished in the 1980s. The piers' long history of commerce, labor and trade took a dramatic turn in 1989 when they were purchased by the City of Seattle for a new waterfront public open space.

Until recently, Piers 62/63 had two basic functions: public access to the waterfront and a venue for waterfront events. The major event was the annual Summer Nights at the Pier concert series, which began in 1991. Occurring between June and August, the series filled the piers with concert infrastructure while supporting up to 4,100 concert-goers. During the summer of 2005 this function was relocated to an alternative site due to deterioration in the piers' wooden pilings. Other events formerly held at the piers included Salmon Homecoming, Maritime Heritage and various community gatherings.

In 1991, a public arts project titled *Piers 62/63* was completed. This project is a wire mesh fence around the piers' perimeter with a series of questions painted on it in red, which appear



*Figure 6. Views of Elliott Bay (above) and the Seattle Aquarium (below) from the northeast corner of Piers 62/63.*



and disappear depending on the viewer's position and the condition of light, sky, and water. This artwork, which has deteriorated and is now barely visible, may be protected by various rights and copyrights, including the Visual Artist Rights Act, and may require release from the designers/artists to deaccession and remove the work.

Passive public uses like walking, fishing, and picnicking are still permitted on portions of the piers despite their condition. In general, casual use is not encouraged due to the deck's expansiveness and lack of amenities. A portion of the piers are also being used for construction staging in conjunction with the Seattle Aquarium pile replacement and renovation project.

### Piers 62/63 Activities Summary

- General passive recreation (sitting, reading, picnicking, people watching, etc.)
- Temporary events\* (concerts, auto shows, festivals)
- Walking / running
- Public art
- Fishing

*\* Temporary events of this nature are not currently supported at Piers 62/63 due to structural conditions.*

## Waterfront Park



Figure 7. View of the Seattle Aquarium from near the center of Waterfront Park.

The site of Waterfront Park, Pier 58, was at one time home to Schwabacher's Wharf. Operating since 1885, the wharf earned its place in history when two tons of gold that started the Alaska Gold Rush were unloaded there in 1897. The wharf was condemned and demolished in 1965. Today's Waterfront Park was constructed in 1974 as part of the Forward Thrust Program, a package of voter approved bond issues that provided over \$65 million in park improvements in 1968. It was designed and built as a connection between Piers 57 and 59, which were owned by the City at the time.

The Park features a crescent plan (Pier 58) with two distinct areas at the north and south ends. On both ends of the Park there are tall metal viewing platforms that connect to the upper stories of the structures on Piers 57 and 59. Use of the observation towers is very limited, with access to the upper stories of the two adjoining buildings blocked. At the north end of the Park there are benches, picnic tables and trees in



planters. There is also *Waterfront Fountain*, a cast and welded bronze cubical structure fountain, surrounded by a series of stairs and walls that break up the space and provide interesting places to linger. These spaces are difficult to police and often serve as a venue for illegal activities. At the south end of the Park is a larger statue of Christopher Columbus.

While the Park is active on summer days, it is generally perceived to be operating below potential and requires short-term modifications to improve functionality, visibility and line-of-sight from the street, and to support more diverse activities.

The Park is composed of several types of construction, with the majority of the area supported on timber piles. The water fountains and the shoreward side and most portions along the seawall are supported on a combination of steel H-piles and concrete-filled steel pipe pilings.

The 2006 Condition Evaluation for Piers 57, 58, and 60 (Tinnea & Associates, LLC) found that many of the City-owned Pier 57 North Apron timber piles are in unsatisfactory condition. 90 piles currently require replacement, and another 60 piles may require replacement within five years. While the pier should be structurally adequate for pedestrian access, load limits should be placed on the pier to prohibit vehicular access. Seismic activity could cause a failure.

The condition of Pier 58 varied by location and pile type. Timber piles are generally in good condition, but load limits could be instituted in areas with deficiencies. It is recommended that Parks replace 10 to 35 piles by 2009. Monotubes® supporting the North and South terraces showed some corrosion and present the potential for partial or total collapse during an earthquake. All 84 Monotubes® should be strengthened with reinforced concrete jackets by 2010. The H-piles on the eastern edge of Pier 58 show some corrosion and should be re-inspected in 2008 for additional damage. In the long-term, portions of 48 H-piles should be removed and replaced. Timber deck and support beams show no significant damage and require no action at this time. Reinforced concrete support beams at the North and South terraces require varying levels of repair to address cracks and delaminated concrete. The total cost for returning Pier 58 to design capacity is estimated at \$650,000 to \$1,400,000 or more.

### Waterfront Park Activities Summary

- General passive recreation (sitting, reading, picnicking, people watching, etc.)
- Observation towers
- Special events occurring at the Seattle Aquarium

### Seattle Aquarium



*Figure 8. The Seattle Aquarium today.*

The Seattle Aquarium, constructed in 1977 as part of the Forward Thrust program, is located in Piers 59 and 60. Pier 59, constructed in 1904, was originally known as the Pike Street Wharf. The former Piers 60 and 61 were demolished during construction of the Aquarium. Pier 59 was designated a City of Seattle landmark in 2001.

The Aquarium draws approximately 640,000 visitors each year, a number that is expected to increase to 850,000 once the Aquarium is expanded. Aquarium activities include public viewing of marine animals and habitat, as well as rentals for private events and functions. These activities are not expected to be impacted or changed by the waterfront alternatives under consideration.

Pier 59's wharf structure has suffered ongoing degradation due to normal exposure. Emergency repairs were made in 2003 to address immediate stabilization of the pier (Biological Assessment, 2004). Replacement of the pilings on the east end of the pier is currently underway and is scheduled to be completed by June of 2006. The east façade of the pier shed has been removed and will be placed back on the rebuilt structure. Once completed, the reconstructed east end of Pier 59 will be developed to provide a new Aquarium entrance directly on Alaskan Way, a new entry hall with major exhibits, as well as food and gift services.

In 2006, Pier 60 was generally found to be in good condition. Timber piles/decking at the Finger Pier should be structurally sound for continued pedestrian access, while timber piles under the Alaskan Way Apron have shown enough deterioration to restrict vehicle access to passenger vehicles only. Parks should expect to replace 25% of existing timber piles every five years. Concrete piles are in good condition and require no action. Substructure concrete decking and support beams show some corrosion damage that can be addressed through a variety of methods.



Nearly a decade ago the Aquarium identified a need for an expanded facility, outlined in the Central Waterfront Master Plan (adopted in 1997 by Resolution 29423 and amended in 2004 by Resolution 30717). While a specific design has not been developed, several factors will guide the design:

- All new major structures are located outside a 50'-wide "salmon corridor" to facilitate fish passage in the shallow water along the Alaskan Way Seawall.
- The historic façade of Pier 59 is retained and serves as the point of entry to the expanded facility, while the remainder of the pier serves as the new facility's "spine."
- The additions are built with a distinct gap between them and Pier 59 in order to clearly separate the new structures from the historic pier shed.
- The new additions are designed to have a clearly distinct form that contrasts with the existing pier shed.

There is no formal time frame for expansion of the Aquarium. Timing will depend on completion of the initial redevelopment of Pier 59, major private fundraising, and the schedule for replacement of the Alaskan Way Viaduct and Seawall.

## Victor Steinbrueck Park

Victor Steinbrueck Park is located at the north end of Pike Place Market, at the end of Virginia Street on Western Avenue. While not specifically part of this EIS, the park does offer additional recreational opportunities in the general vicinity of the Central Waterfront. The park offers spectacular visual connections to the waterfront, Olympic Mountains, and Mt. Rainier, but physical connections to the waterfront are nonexistent due to the Alaskan Way Viaduct.

Victor Steinbrueck Park is 34,848 square feet, including a lawn area, benches, tables, a play area, and two distinctive 50-foot red cedar totem poles. On a summer afternoon, the park bustles with a lively combination of neighborhood residents, visitors, tourists, and people who work in the area. However, the "dead end" space in the southwest corner of the park overlooking the Alaskan Way Viaduct is often occupied by individuals engaged in illicit activities.



*Figure 9. Aerial view of Victor Steinbrueck Park.*

## Operational Impacts

Each of the alternatives previously described will have a unique impact on existing recreational activities occurring on the Central Waterfront. Pier size, shape, and configuration will all dictate the types of recreational activities that can reasonably take place. The following section describes how existing recreational activities will be impacted under each alternative. Existing activities at Piers 62/63<sup>1</sup> and Waterfront Park include:

- General passive recreation (sitting, reading, picnicking, people watching, etc.)
- Walking / running
- Views and sight seeing
- Public art
- Fishing
- Temporary events (concerts, auto shows, festivals)
- Special events occurring at the Seattle Aquarium

Impacts are evaluated as follows:

- Alternative has a negative impact on the activity or makes it impossible
- Alternative has no impact on the activity
- ⊕ Alternative has a positive impact or improves the activity

## No Action/No Build Alternative

The No Action/No Build alternative will impact existing recreational activities in the following ways.

### ▼ General Passive Recreation

**Negative Impact (—).** The alternative eliminates all opportunities for passive recreation currently provided by Piers 62/63.

### ▼ Walking / Running

**Negative Impact (—).** Pedestrians will no longer have the option of walking on Piers 62/63 or Waterfront Park.

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<sup>1</sup> Existing recreational activities at Piers 62/63 are based on activities occurring prior to the discovery of current structural deficiencies.

▼ **Views and Sight Seeing**

**No Impact (O).** The alternative continues to provide access to views of Elliot Bay, Puget Sound, and the Olympic Mountains. Although the existing observation towers at Waterfront Park would be lost, street level views from Alaskan Way would be essentially uninterrupted.

▼ **Public Art**

**Negative Impact (—).** Existing public art on Piers 62/63 will be lost with the demolition of that structure.

▼ **Fishing**

**Negative Impact (—).** The demolition of Piers 62/63 will eliminate access to deeper waters for fishing.

▼ **Temporary Events**

**Negative Impact (—).** Temporary events like concerts, festivals, and auto shows will no longer take place on the Central Waterfront.

▼ **Special Events with the Seattle Aquarium**

**Negative Impact (—).** The demolition of Waterfront Park and Piers 62/63 will limit the Aquarium's opportunities for special events.

## Rebuild/Preservation Alternative

The Rebuild/Preservation alternative will impact existing recreational activities in the following ways.

▼ **General Passive Recreation**

**No Impact (O).** The alternative continues to provide space and opportunities for passive recreational activities. Public access will continue to be provided on all portions of the pier replacement.

▼ **Walking / Running**

**No Impact (O).** Pedestrians will continue to be able to access the pier for walking and jogging.

▼ **Views and Sight Seeing**

**No Impact (O).** The alternative continues to provide access to views of Elliot Bay, Puget Sound, and the Olympic Mountains. Views from the new pier would be completely unobstructed toward the west.

▼ **Public Art**

**Negative Impact (—).** Existing public art on Piers 62/63 will be lost with the demolition of that structure. However, there will be tremendous opportunities to incorporate public art with the replacement piers.

▼ **Fishing**

**No Impact (O).** The alternative continues to provide space and opportunities for fishing. Fishing conditions may be improved with the addition of enhanced underwater habitat in the project area.

▼ **Temporary Events**

**No Impact (O).** The alternative provides a contiguous deck space of approximately 74,000 square feet. This will be sufficient to support all temporary events currently taking place at Piers 62/63.

▼ **Special Events with the Seattle Aquarium**

**Neutral Impact (O).** The alternative continues to provide limited opportunity for hosting Aquarium events.

## Aqua Link Alternative

The Aqua Link alternative will impact existing recreational activities in the following ways.

▼ **General Passive Recreation**

**No Impact (O).** The alternative continues to provide space and opportunities for passive recreational activities. Public access will continue to be provided on all portions of the pier replacement.

▼ **Walking / Running**

**Positive Impact (+).** The alternative creates a lengthy walkway with approximately 800 feet of uninterrupted pedestrian space along the outer harbor line. Pier 57, Pier 59, and the Piers 62/63 replacement would all be connected via over-water piers, creating a walking environment currently unavailable in the area.

▼ **Views and Sight Seeing**

**No Impact (O).** The alternative continues to provide access to views of Elliot Bay, Puget Sound, and the Olympic Mountains. Although the existing observation towers at Waterfront Park would be lost, views from all new

piers would be completely unobstructed toward the west. Street level views from Alaskan Way may be partially impacted in the area of Waterfront Park since the replacement pier in this section will be located farther offshore.

▼ **Public Art**

**Negative Impact (—).** Existing public art on Piers 62/63 will be lost with the demolition of that structure. However, there will be tremendous opportunities to incorporate public art with the replacement piers.

▼ **Fishing**

**No Impact (O).** The alternative continues to provide space and opportunities for fishing. Fishing conditions may be improved with the addition of enhanced underwater habitat in the project area.

▼ **Temporary Events**

**Negative Impact (—).** Temporary events with large space requirements would be significantly impacted by reduced pier deck area. Under this alternative the largest contiguous portion of pier deck would be approximately 37,000 square feet, or roughly 40,000 square feet less than what's currently provided by Piers 62/63. The Summer Nights at the Pier concert series would not be able to continue without significantly reducing attendance and/or guest services. Auto shows, festivals, and other events may also have to be reduced in scope.

▼ **Special Events with the Seattle Aquarium**

**Positive Impact (+).** The new pier connected to the Aquarium could potentially be used for Aquarium events.

## Connector Alternative

The Connector alternative will impact existing recreational activities in the following ways.

▼ **General Passive Recreation**

**No Impact (O).** The alternative continues to provide space and opportunities for passive recreational activities. Public access will continue to be provided on all portions of the pier replacement.

### v **Walking / Running**

**Positive Impact (+).** The alternative creates a lengthy walkway with approximately 900 feet of uninterrupted pedestrian space along the outer harbor line. Pier 59 and the Piers 62/63 replacement would be connected via an elevated, over-water pedestrian bridge, creating a walking environment currently unavailable in the area.

### v **Views and Sight Seeing**

**No Impact (O).** The alternative continues to provide access to views of Elliot Bay, Puget Sound, and the Olympic Mountains. Although the existing observation towers at Waterfront Park would be lost, views from all new piers would be completely unobstructed toward the west. Street level views from Alaskan Way between Pier 59 and the Piers 62/63 replacement may be partially impacted by the pedestrian bridge connecting these two structures.

### v **Public Art**

**Negative Impact (—).** Existing public art on Piers 62/63 will be lost with the demolition of that structure. However, there will be tremendous opportunities to incorporate public art with the replacement piers.

### v **Fishing**

**No Impact (O).** The alternative continues to provide space and opportunities for fishing. Fishing conditions may be improved with the addition of enhanced underwater habitat in the project area.

### v **Temporary Events**

**Negative Impact (—).** Temporary events with large space requirements would be partially impacted by reduced pier deck area. Under this alternative, the largest contiguous portion of pier deck would be approximately 60,000 square feet, or roughly 17,000 square feet less than what's currently provided by Piers 62/63. The Summer Nights at the Pier concert series would not be able to continue without significantly reducing attendance and/or guest services.

### v **Special Events with the Seattle Aquarium**

**Positive Impact (+).** The new deck connected to the Aquarium could potentially be used for Aquarium events.



## Multi-Purpose Pier Alternative

The Multi-Purpose Pier alternative will impact existing recreational activities in the following ways.

### ✓ **General Passive Recreation**

**No Impact (O).** The alternative continues to provide space and opportunities for passive recreational activities. Public access will continue to be provided on all portions of the pier replacement.

### ✓ **Walking / Running**

**No Impact (O).** Pedestrians will continue to be able to access the pier for walking and jogging.

### ✓ **Views and Sight Seeing**

**No Impact (O).** The alternative continues to provide access to views of Elliot Bay, Puget Sound, and the Olympic Mountains. Although the existing observation towers at Waterfront Park would be lost, views from the new pier would be completely unobstructed toward the west. Street level views from Alaskan Way immediately behind the new pier may be partially impacted.

### ✓ **Public Art**

**Negative Impact (—).** Existing public art on Piers 62/63 will be lost with the demolition of that structure. However, there will be tremendous opportunities to incorporate public art with the replacement piers.

### ✓ **Fishing**

**No Impact (O).** The alternative continues to provide space and opportunities for fishing. Fishing conditions may be improved with the addition of enhanced underwater habitat in the project area.

### ✓ **Temporary Events**

**No Impact (O).** The alternative provides a contiguous deck space of approximately 72,000 square feet. This will be sufficient to support all temporary events currently taking place at Piers 62/63.

### ✓ **Special Events with the Seattle Aquarium**

**Positive Impact (+).** The new pier connected to the Aquarium could potentially be used for Aquarium events.

Table 1. Summary of Effects on Existing Recreational Activities

Activity	NO ACTION	REBUILD	AQUA LINK	CONNECTOR	MULTI-PURPOSE
General Passive Rec.	—	○	○	○	○
Walking / Running	—	○	+	+	○
Views & Sight Seeing	○	○	○	○	○
Public Art	—	—	—	—	—
Fishing	—	○	○	○	○
Temporary Events	—	○	—	—	○
Special Events (Aquarium)	—	○	+	+	+

— Alternative has a negative impact on the activity or makes it impossible

○ Alternative has no impact on the activity

⊕ Alternative has a positive impact or improves the activity

## Construction Impacts

Construction activities on the Central Waterfront will have an impact on most recreational activities that currently take place. During demolition and reconstruction, activities occurring at Piers 62/63 and Waterfront Park will be temporarily suspended. However, current project phasing would replace Piers 62/63 and Waterfront Park in two independent phases, ensuring that one of the facilities would be in operation at all times.

Aquarium access is not expected to be impacted during construction. Entrances may require some relocation or modification, but access would still be provided.

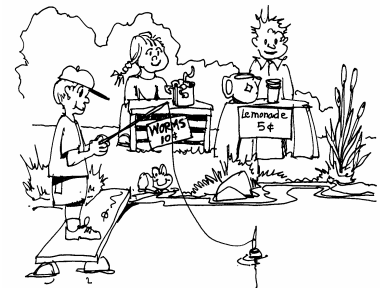
# POSSIBLE FUTURE ACTIVITIES

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The replacement of Piers 62/63 will create opportunities for continued public access and events on the Central Waterfront. Specific activities that might take place are summarized on the pages that follow and, where possible, their specific requirements have been identified. Activities have been organized into three categories: General Use Activities, Temporary Activities, and Dedicated Space Activities.

The Washington State Shoreline Management Act stipulates that priority be given to “water-dependent” uses, which are uses that cannot exist in any other location and are dependent on the water by reason of the intrinsic nature of their operation. A lower priority should be given to “water-related” uses, which are not intrinsically dependent on a waterfront location but whose economic viability may be dependent upon a waterfront location. Water-related uses are generally not recreational uses. Also of lower priority are “water-enjoyment” uses, which do not require a waterfront location but whose presence helps to encourage recreational use or aesthetic enjoyment of the shoreline. Each activity below is identified as a water-dependent, water-related, or water-enjoyment use.

Additionally, “shoreline recreation” uses are permitted outright in the Urban Harborfront environment (SMC 23.60.660). The SSMP defines “shoreline recreation” as “an open-space use which consists of a park or parklike area which provides physical or visual access to the water. The following and similar uses are included: fishing piers, swimming areas, underwater diving areas or reefs, boat launching ramps, bicycle and pedestrian paths, viewpoints, concessions without permanent structures, floats and bathhouses.” (SMC 23.60.936)



*Figure 10. Examples of water-dependent, water-related and water-enjoyment uses (left to right).*

## General Use Activities

General use activities tend to be passive in nature and usually don't have specific space or facility requirements. Different general use activities will often utilize the same resources, such as tables, circulation space, and view corridors. Public access is a critical component when providing for these activities. General use activities are summarized below.

### v **General Passive Recreation**

General passive recreation is the most basic use of the waterfront. Minimal amenities would be provided and activities would be oriented toward sitting, picnicking, reading, and relaxing. Passive recreation is a water-enjoyment use since waterfront access enhances the activity but is not necessarily required.

**Considerations:** Waterfront Park is currently oriented toward passive recreation and has a reputation for attracting undesirable activities due to its configuration and lack of visibility. Activating the waterfront and providing adequate visibility to areas of passive recreation will therefore be key considerations. The function will also require seating, which can be shared with other activities.

### v **Promenading / Jogging**

The Seattle waterfront is a popular location among Seattle residents and tourists for walking, promenading, and jogging, with the bulk of activity occurring between Piers 62/63 and Colman Dock. It is estimated that approximately 6,000 pedestrians stroll the waterfront near Piers 62/63 every day. Sidewalks on the west side of Alaskan Way provide direct access to piers and other waterfront destinations, while the east side of the street has a multipurpose path that extends the full length of the Central Waterfront. Retaining access for pedestrians and pedestrian oriented activities will be a priority. Promenading and jogging is a water-enjoyment use since waterfront access enhances the activity, but is not required.

**Considerations:** A variety of amenities are commonly used in conjunction with pedestrian oriented activities, including benches, pedestrian lighting, and wayfinding tools. Maintaining public access will be a key element in promoting pedestrian activity. Walking and jogging would not generate their own space requirements on the pier.

### v **Beach Walking / Beachcombing**

A short sand and gravel beach along the waterfront could be included with the replacement and reconfiguration of Piers 62/63, offering a rare chance for beach access within the downtown. Tide pools could be incorporated at select locations to add visual interest and educational opportunities. Beach walking is a water-dependent use since it can only occur on the shoreline.

**Considerations:** Ongoing maintenance to collect and remove garbage and other floating debris will be a special requirement. Public safety and unintended use by transient populations might create requirements for additional security measures.

### v **Sight Seeing**

The Central Waterfront affords unparalleled views of the Seattle skyline, Puget Sound, and Olympic Mountains. Protecting view corridors and public access will ensure that visitors to the waterfront have the opportunity to take advantage of this valuable resource. Sight seeing is a water-enjoyment use since waterfront access is not required.

**Considerations:** Since views are naturally occurring resources they do not require dedicated spaces or facilities. However, view resources can be enhanced by maintaining public access, providing seating oriented toward the views, and minimizing impacts from the piers and other structures. Views would be provided from both elevated pier decks and public beaches located at water level.

### v **Fishing**

Fishing is a traditional activity supported at many locations on the Central Waterfront. Although not officially designated as a “fishing pier,” anglers commonly visit Piers 62/63. Depending on season and current regulations, typical species include salmon and squid. Fishing is a water-dependent use since it cannot occur without shoreline access.

**Considerations:** Fishing is a passive use requiring little or no dedicated space. Pole holders might be provided, but on-site fish cleaning should be discouraged to avoid the associated mess. Lighting would benefit squid fishing since this activity often takes place after sunset.

### v **Games**

Game playing is a popular pastime in many parks and open spaces around the country. Chess, checkers, and backgammon are games commonly integrated with parks. Games are a water-enjoyment use since waterfront access enhances the activity, but is not required.

**Considerations:** Games require a table with seating, but little else. Game boards could be incorporated with the tabletops, but should not prohibit other uses such as picnicking, reading, or writing.

### v **Educational Activities**

The Central Waterfront can be a place for both recreation and education, especially for the thousands of children who visit the nearby Seattle Aquarium annually. Educational opportunities might include interpretive kiosks, wildlife viewing, or guided walks along the newly created beach environment. While educational activities are not generally water-dependent uses, their content would likely be oriented toward marine and aquatic topics, making their location on the waterfront a key consideration.

**Considerations:** Space and facility requirements will vary depending on the type of educational opportunity. Guided beach walks and wildlife viewing would not require any special spaces or facilities, but public access to the beach and tide pools would be required. Informational kiosks would require limited amounts of space and could be combined with other wayfinding elements.

### v **SCUBA**

SCUBA excursions would provide a hands-on waterfront activity and might be offered in conjunction with the Seattle Aquarium. An artificial reef would provide an interesting destination and could help to attract wildlife. SCUBA is a water-dependent use since it cannot occur without shoreline access.

**Considerations:** Convenient water access must be provided to make SCUBA activities successful. Special consideration must be given to the location and size of any artificial reefs and how they might impact ship mooring activities. Recent surveys of the Central Waterfront's underwater environment have shown that garbage and other debris tend to collect in this area. Debris collection and removal will be key to the SCUBA experience.



## Temporary Activities

Temporary activities include events such as auto shows, festivals, fun runs, and concerts. Infrastructure supporting these activities will typically only be in place temporarily, leaving the space available for alternate uses during the remainder of the year. Temporary events might have a duration ranging from one or two days on up to an entire summer season.

### v Large Events

Piers 62/63 have hosted a variety of temporary and seasonal events, including concerts, auto shows, fun runs, and Salmon Homecoming, an annual event celebrating one of the region's most well known icons. Between 1991 and 2004 the piers also hosted the Summer Nights at the Pier concert series, accommodating approximately 4,100 concert-goers per event. Public access to the piers is limited during many of these events since the most of the pier deck is occupied by event related infrastructure. Events of this type are water-enjoyment uses since a waterfront location is not required, but the events can substantially enhance the enjoyment of the waterfront.

**Considerations:** Events of this type usually function best in areas with a large flat surface and utility hookups. Temporary weather protection, concessions, and restrooms would also be beneficial. Since many of these events are only scheduled for one or two days, efficient access must be provided so that equipment can be quickly set up and removed.

Space requirements vary based on the event, but in general larger events will occupy most or all of the pier deck (77,000 square feet). For reference, concert infrastructure for the Summer Nights series required approximately 75,700 square feet of deck surface, including a small allowance for public access. One Reel, a northwest non-profit arts organization that produces the concerts, expressed that the configuration on Piers 62/63 worked well but that the following improvements would be beneficial:

- The stage should be pointed away from the condominiums across Alaskan Way to minimize noise impacts. The preferred orientation from a performance perspective is a stage that opens to the north.

Table 2. Typical Space Requirements for Summer Nights Concerts

Use	SF
1 Backstage	14,500
2 Beer Garden	11,500
3 Bleachers	7,100
4 Miscellaneous	4,700
5 Portable Toilets	2,000
6 Public Access	5,000
7 Stage	3,700
8 Standing Space	18,500
9 Street-Use	5,000
Unknown/Unused	3,700
<b>TOTAL</b>	<b>75,700</b>

- Aquarium operations would benefit from a 100 foot buffer between the stage and the future expanded Aquarium.
- The pier should allow for semi-truck access to set up the concert venue.
- A new design might incorporate some type of acoustic "shell."
- A permanent building for backstage activities (e.g. green room, kitchen, etc.) would be a bonus.
- Wind impacts are a consideration in the placement of the stage.
- Ideally, concessions should be located to serve concert-goers during the performance and the general public at other times.



#### v Small Events

Smaller events might include farmers' markets, art shows, small concerts, or small performances. Space requirements for the smaller venues would be much lower, leaving more deck space for public access and other activities to occur simultaneously. Events of this type are water-enjoyment uses since a waterfront location is not required, but the events can substantially enhance the enjoyment of the waterfront.

**Considerations:** Space requirements for small events will vary, but a space of approximately 35,000 square feet (half of the large event requirement) would be adequate to accommodate most events. Street performers would not require a dedicated space or facilities when entertaining waterfront visitors. Organized performances, however, could require weather protection, seating, a stage area, utility hook ups, and other associated infrastructure.

## v Ship Moorage

The provision of short term moorage facilities would allow displays and other events to take place on the Central Waterfront. Ships requiring moorage might include historic vessels such as the tall ships or visiting vessels associated with events like Seafair. Ship moorage is a water-dependent use since it can only occur on the waterfront.

**Considerations:** Mooring large ships would require additional investment in the pier structure. Piles and other structural members would be designed to accommodate greater loads created by the moored vessels. Water depth will be an issue for larger ships, while wave action could limit mooring capabilities on the ends of the piers for smaller ships. Heightened security measures may be required if naval vessels are being moored. Proximity to the Aquarium's saltwater intake, located at the southwest corner of Pier 59, should be considered. Space requirements for a moored vessel include an 18 foot apron at the edge of the pier and queuing space for visitors if tours are being offered. An allowance of 1,200 square feet will be used for visitor queuing.

## v Bike Rentals

Seasonal bike rental facilities would provide visitors with an opportunity to experience a larger portion of the Seattle waterfront through increased mobility. A pedestrian pathway that also allows for bicycle use is located on the east side of Alaskan Way throughout the Central Waterfront. This path connects to the Elliot Bay Trail at Myrtle Edwards Park. (Future plans for Alaskan Way street improvements may relocate this activity to on-street bike lanes.) Facilities would be provided for seasonal bike rentals and storage. Bike rentals are a water-enjoyment use since they enhance the enjoyment of the waterfront.

**Considerations:** Bicycle storage and security are significant considerations. Storage operations can take place off- or on-site. If stored off-site the vendor would need to transport bikes to the waterfront daily, possibly reducing the operation's viability. On-site storage would require a secured facility. Common planning standards dictate that each bike requires a 2' x 6' stall, with an aisle of 5' between each row of stalls. Storing 50 bicycles in two rows with 25 bicycles each would therefore require approximately 850 square feet (17' x 50'). Additional space would also be provided for a checkout counter and

limited maintenance, bringing the total requirement to approximately 1,400 square feet. Storage requirements could be reduced with a stacked rack system.

### v **Public Rallies and Events**

Rallies, protests, demonstrations, speeches, and parades are common uses for downtown open spaces. Piers 62/63 have been used for events of this nature in the past and would likely continue to be a popular venue in the future. Public events are water-enjoyment uses since waterfront access enhances the activities, but is not required.

**Considerations:** Public access must be provided to allow rallies and other public events to take place. Some events may require additional infrastructure such as stages and sound systems, making vehicular access a necessity. Space requirements can range from a few thousand square feet to the entire pier surface depending on the event and attendance.

### v **Private Rentals**

The Central Waterfront provides a striking venue for events like wedding receptions and corporate gatherings. Events could take place seasonally with temporary structures or year round with more permanent facilities. Private rentals are a water-enjoyment use since a waterfront location is not required.

**Considerations:** Food service is a major consideration for private rentals. At the very least a kitchen capable of reheating precooked food would be required. Restrooms and weather protection are also considerations. Space requirements will vary, but a facility of 5,400 square feet would adequately serve up to 200 guests. This allowance includes a full capacity kitchen.

## **Dedicated Space Activities**

Dedicated Space activities have specific and well defined space requirements. The infrastructure and equipment associated with these activities generally won't be used by other activities taking place in the area. As a result, these activities will inherently limit the other types of activities that can be supported.

## v **Playgrounds**

An outdoor activity area for the thousands of children who visit the Aquarium annually would complement Aquarium operations and add a use with year round functionality. Incorporating an aquatic theme could reinforce connections with the Aquarium and waterfront while adding subtle educational elements. Playgrounds and structures are not currently available in the vicinity. Playgrounds are a water-enjoyment use since they enhance the waterfront experience, but do not require a waterfront location, but may not qualify as “shoreline recreation.”

**Considerations:** A playground on the Central Waterfront will need to consider its location over open water and proximity to a busy roadway (Alaskan Way). Insulating the playground from these potential hazards and maintaining parental visibility will be an important element. Proximity to restrooms and other services will also be a consideration. Space requirements for a playground would be approximately 5,000 square feet.

## v **Skateboard Park**

Skateboard parks are becoming increasingly popular around the country, with numerous facilities currently in use around Seattle. Skate parks are water-enjoyment uses since they can enhance the waterfront experience for select user groups, but they do not require a waterfront location to function successfully, but may not qualify as “shoreline recreation.”

**Considerations:** Skateboard park size will vary significantly depending on the amount of terrain provided. For comparison, the Seattle Center skateboard park is 8,900 square feet, while the proposed skateboard park at Woodland Park would be approximately 16,000 to 20,000 square feet. Due to space constraints on the Central Waterfront, it is assumed that a park of 8,000 square feet would be sufficient. Other considerations identified by the City of Seattle’s policy guide for skateboard parks include visibility, access to public transportation, provision of spectator accommodations, and inclusion of community generated art. Some of these elements, such as spectator seating, could be incorporated with other uses taking place on the waterfront.

### v **Concessions**

Concessions can come in a variety of forms and sizes depending on the customer base being served. While concession sales are classified as a dedicated space activity, they are unique in that they directly support many of the other activities that might take place on the waterfront. Concessions are a water-enjoyment use since a waterfront location is not required, but they can enhance the experience of waterfront visitors.

**Considerations:** Careful placement of concession facilities will allow them to simultaneously serve both daily visitors and attendees of special events, such as the waterfront concert series. The facilities can be operated seasonally based on demand or year round. Utility hookups will be required. Size requirements will vary based on the concessions being provided, but an allowance of 6,000 square feet will be used now as a planning level estimate. This allowance should meet most needs.

### **Future Activity Summary**

Facility needs vary by the potential use. The table on the following page summarizes facility requirements for each activity.



Table 3. Future Activity Summary

Activity	Space Req. (SF)	Considerations
<b>General Use Activities</b>		
General Passive Recreation	NA	Public access, visibility, seating, activity
Promenading / Jogging	NA	Public access, seating, wayfinding
Beach Walking	NA	Public access, debris removal, public safety
Sight Seeing	NA	Public access, view corridors, seating
Fishing	NA	Public access, fish cleaning, lighting
Games	NA	Public access, tables and seating
Educational	NA	Public access, informational kiosks
SCUBA	NA	Water access, impacts on ship moorage, underwater refuse removal
<b>Temporary Activities</b>		
Large Events	77,000	Utilities, shelter, concessions, restrooms, noise impacts, efficient access
Small Events	35,000	Utilities, shelter, concessions, restrooms, noise impacts, efficient access
Ship Moorage	1,200	Structural reinforcement, water depth, wave attenuation, visitor queuing
Bike Rentals	1,400	Storage, security, weather protection
Public Events/Rallies	2,000 - 77,000	Public access, infrastructure
Private Rentals	5,400	Kitchen, restrooms, weather protection
<b>Dedicated Space Activities</b>		
Playground	5,000	Safety, visibility
Skateboard Park	8,000	Visibility, seating
Concessions	6,000	Location and orientation, utilities

## Alternative Evaluation

Piers 62/63 replacement alternatives were evaluated based on their ability to support possible future activities. Alternatives were scored as follows:

- Alternative is unable to support activity
- Alternative can support activity, but configuration is less than ideal when compared to other alternatives
- ✚ Alternative is able to fully support activity
- ✚✚ Alternative is significantly superior to other alternatives and maximizes potential for this activity

The section below is organized by activity and is followed by a summary table that provides a side-by-side comparison of all future activities under each of the alternatives.

### General Passive Recreation

**No Action/No Build (—).** Activities cannot be supported by the alternative. There would be no space for sitting, reading, picnicking, and other similar activities.

**Rebuild/Preservation (✚).** Activities can be fully supported by the alternative. Ample space is provided for sitting, reading, picnicking, and other similar activities.

**Aqua Link (✚).** Activities can be fully supported by the alternative. Ample space is provided for sitting, reading, picnicking, and other similar activities.

**Connector (✚).** Activities can be fully supported by the alternative. Ample space is provided for sitting, reading, picnicking, and other similar activities.

**Multi-Purpose Pier (✚).** Activities can be fully supported by the alternative. Ample space is provided for sitting, reading, picnicking, and other similar activities.

### Promenading / Jogging

**No Action/No Build (—).** Pedestrian activities would be extremely limited. All activities would be confined to Alaskan Way.

**Rebuild/Preservation (O).** Although the alternative provides an expansive area for pedestrians to access, the configuration is less inviting than other alternatives.

**Aqua Link (+).** The alternative provides a long promenade for pedestrians over the water. Pedestrians would have the opportunity to complete a large loop or circuit between Pier 57 and the new replacement pier located north of Pier 59.

**Connector (++).** The alternative provides an enhanced environment for promenading / jogging with its lengthy, over-water pedestrian walkways. A unique pedestrian bridge would be provided between Pier 59 and the Piers 62/63 replacement, setting the Connector apart from other alternatives.

**Multi-Purpose Pier (O).** Although the alternative provides an expansive area for pedestrians to access, the configuration is less inviting than other alternatives.

## Beach Walking

**No Action/No Build (—).** The alternative does not present any opportunities for beach walking.

**Rebuild/Preservation (—).** The alternative does not present any opportunities for beach walking.

**Aqua Link (++).** The alternative provides approximately 400 feet of gravel beach at the north end of the project area during Phase 1 construction. Other areas of the Central Waterfront would contain a protected intertidal habitat that would be exposed during low tide.

**Connector (+).** The alternative provides approximately 200 feet of gravel beach between Pier 59 and the Piers 62/63 replacement. Other areas of the Central Waterfront would contain a protected intertidal habitat that would be exposed during low tide.

**Multi-Purpose Pier (+).** The alternative provides roughly 430 feet of gravel beach at the south end of the project area. This beach will only be provided if the Aquarium expansion is executed. Other areas of the Central Waterfront would contain an extended foreshore that would be exposed during low tide.

## Sight Seeing

**No Action/No Build (O).** Viewing opportunities will be limited to Alaskan Way with the demolition of Piers 62/63 and Waterfront Park.

**Rebuild/Preservation (+).** The alternative provides ample opportunities for waterfront visitors to enjoy views of Elliot Bay, Puget Sound, and the Olympic Mountains.

**Aqua Link (+).** The alternative provides ample opportunities for waterfront visitors to enjoy views of Elliot Bay, Puget Sound, and the Olympic Mountains.

**Connector (+).** The alternative provides ample opportunities for waterfront visitors to enjoy views of Elliot Bay, Puget Sound, and the Olympic Mountains.

**Multi-Purpose Pier (+).** The alternative provides ample opportunities for waterfront visitors to enjoy views of Elliot Bay, Puget Sound, and the Olympic Mountains.

## Fishing

**No Action/No Build (—).** Fishing will not be possible due to the elimination of piers.

**Rebuild/Preservation (O).** Fishing would be possible from the alternative's over-water deck. Unlike other alternatives, the alternative does not include improvements to underwater habitat.

**Aqua Link (+).** Fishing would be possible from the alternative's over-water deck. Fishing opportunities may even be enhanced with the addition of improved underwater habitat.

**Connector (+).** Fishing would be possible from the alternative's over-water deck. Fishing opportunities may even be enhanced with the addition of improved underwater habitat.

**Multi-Purpose Pier (+).** Fishing would be possible from the alternative's over-water deck. Fishing opportunities may even be enhanced with the addition of improved underwater habitat.

## Games

**No Action/No Build (—).** The loss of all pier space would eliminate opportunities for games.

**Rebuild/Preservation (+).** The alternative is capable of supporting a variety of games.

**Aqua Link (+).** The alternative is capable of supporting a variety of games.

**Connector (+).** The alternative is capable of supporting a variety of games.

**Multi-Purpose Pier (+).** The alternative is capable of supporting a variety of games.

## Educational

**No Action/No Build (—).** The loss of all pier space would eliminate most educational opportunities.

**Rebuild/Preservation (O).** The alternative is capable of supporting a variety of educational activities. However, guided beach walks would not be possible since this environment is not provided under the alternative.

**Aqua Link (+).** The alternative is capable of supporting a variety of educational activities, including guided beach walks.

**Connector (+).** The alternative is capable of supporting a variety of educational activities, including guided beach walks.

**Multi-Purpose Pier (+).** The alternative is capable of supporting a variety of educational activities, including guided beach walks.

## SCUBA

**No Action/No Build (—).** The alternative is not well suited to SCUBA activities. It lacks a good location for the activity and the underwater habitat receives no enhancements.

**Rebuild/Preservation (—).** The alternative is not well suited to SCUBA activities. It lacks a good location for the activity and the underwater habitat receives only moderate enhancement.

**Aqua Link (+).** The alternative provides a protected/enclosed area in the vicinity of Waterfront Park that would be well suited to SCUBA activities. Improved underwater habitat may enhance the SCUBA experience.

**Connector (+).** The alternative provides a protected/enclosed area between Pier 59 and the Piers 62/63 replacement that would be well suited to SCUBA activities. Improved underwater habitat may enhance the SCUBA experience.

**Multi-Purpose Pier (O).** A protected/enclosed area is not provided, as in other alternatives. However, SCUBA activities would be possible in the vicinity of Waterfront Park and may be enhanced by improved underwater habitat.

### Large Events

**No Action/No Build (—).** The alternative cannot support large events since the piers are not replaced following demolition.

**Rebuild/Preservation (+).** The alternative provides a large, contiguous pier deck that should be sufficient to support all large events.

**Aqua Link (—).** The alternative does not provide a sufficient area of contiguous deck space to support large events.

**Connector (O).** The alternative provides a large area of contiguous deck space that should be sufficient to support most large events. However, the size may be less than ideal for the largest events that could take place.

**Multi-Purpose Pier (+).** The alternative provides a large, contiguous pier deck that should be sufficient to support all large events. Connections with the Seattle Aquarium expansion will increase the available area and create opportunities for joint events.

### Small Events

**No Action/No Build (—).** The alternative cannot support small events since the piers are not replaced following demolition.

**Rebuild/Preservation (+).** The alternative provides the necessary deck capacity to support small events.

**Aqua Link (+).** The alternative provides the necessary deck capacity to support small events.



**Connector (+).** The alternative provides the necessary deck capacity to support small events.

**Multi-Purpose Pier (+).** The alternative provides the necessary deck capacity to support small events.

## Ship Moorage

**No Action/No Build (—).** The alternative cannot support ship moorage since the piers are not replaced following demolition.

**Rebuild/Preservation (+).** The alternative provides approximately 300 feet of potential moorage space. There would be no protection from waves since the berth would be located on the outside edge of the pier.

**Aqua Link (+).** The alternative provides potential moorage space for two ships, included a 250 foot berth north of Pier 57 and a 200 foot berth north of Pier 59. There would be no protection from waves since the berths would be located on the outside edges of the piers.

**Connector (+).** The alternative provides over 300 feet of potential moorage space. There would be no protection from waves since the berth would be located on the outside edge of the pier.

**Multi-Purpose Pier (+).** The alternative provides over 300 feet of potential moorage space. There would be no protection from waves since the berth would be located on the outside edge of the pier.

## Bike Rentals

**No Action/No Build (—).** The alternative does not provide space for seasonal bike rentals.

**Rebuild/Preservation (+).** The alternative provides adequate space for bicycle rentals.

**Aqua Link (+).** The alternative provides adequate space for bicycle rentals.

**Connector (+).** The alternative provides adequate space for bicycle rentals.

**Multi-Purpose Pier (+).** The alternative provides adequate space for bicycle rentals.

## Public Events

**No Action/No Build (—).** The alternative is unable to support public events since the piers are not replaced following demolition.

**Rebuild/Preservation (+).** The alternative provides adequate space for public events requiring up to 74,000 square feet of contiguous space.

**Aqua Link (O).** The alternative provides adequate space for public events requiring up to 37,000 square feet of contiguous space. This is significantly smaller than other alternatives.

**Connector (+).** The alternative provides adequate space for public events requiring up to 60,000 square feet of contiguous space. A second area of 10,000 square feet is also provided off the north end of Pier 59.

**Multi-Purpose Pier (+).** The alternative provides adequate space for public events requiring up to 72,000 square feet of contiguous space.

## Private Rentals

**No Action/No Build (—).** The alternative is unable to support private rentals since the piers are not replaced following demolition.

**Rebuild/Preservation (+).** The alternative provides adequate space for private rentals.

**Aqua Link (+).** The alternative provides adequate space for private rentals.

**Connector (+).** The alternative provides adequate space for private rentals.

**Multi-Purpose Pier (+).** The alternative provides adequate space for private rentals.

## Playground

**No Action/No Build (—).** The alternative is unable to offer a playground since the piers are not replaced following demolition.

**Rebuild/Preservation (+).** The alternative provides adequate space for a playground.

**Aqua Link (+).** The alternative provides adequate space for a playground.

**Connector (+).** The alternative provides adequate space for a playground.

**Multi-Purpose Pier (+).** The alternative provides adequate space for a playground.

## Skateboard Park

**No Action/No Build (—).** The alternative is unable to offer a skateboard park since the piers are not replaced following demolition.

**Rebuild/Preservation (+).** The alternative provides adequate space for a skateboard park.

**Aqua Link (+).** The alternative provides adequate space for a skateboard park.

**Connector (+).** The alternative provides adequate space for a skateboard park.

**Multi-Purpose Pier (+).** The alternative provides adequate space for a skateboard park.

## Concessions

**No Action/No Build (—).** The alternative is unable to offer concessions since the piers are not replaced following demolition.

**Rebuild/Preservation (+).** The alternative provides adequate space for concessions.

**Aqua Link (+).** The alternative provides adequate space for concessions.

**Connector (+).** The alternative provides adequate space for concessions.

**Multi-Purpose Pier (+).** The alternative provides adequate space for concessions.

Table 4. Summary of Ability to Support Future Uses

ACTIVITY	NO ACTION/ NO BUILD	REBUILD	AQUA LINK	CONNECTOR	MULTI- PURPOSE
<b>General Use Activities</b>					
General Passive Rec.	—	+	+	+	+
Promenading/Jogging	—	○	+	++	○
Beach Walking	—	—	++	+	+
Sight Seeing	○	+	+	+	+
Fishing	—	○	+	+	+
Games	—	+	+	+	+
Educational	—	○	+	+	+
SCUBA	—	—	+	+	○
<b>Temporary Activities</b>					
Large Events	—	+	—	○	+
Small Events	—	+	+	+	+
Ship Moorage	—	+	+	+	+
Bike Rentals	—	+	+	+	+
Public Rallies	—	+	○	+	+
Private Rentals	—	+	+	+	+
<b>Dedicated Space Activities</b>					
Playground	—	+	+	+	+
Skateboard Park	—	+	+	+	+
Concessions	—	+	+	+	+

— Alternative is unable to support activity

○ Alternative can support activity, but configuration is less than ideal when compared to other alternatives

+

Alternative is able to fully support activity

++ Alternative is significantly superior to other alternatives and maximizes potential for this activity